Milwaukee Downtown Plan

the plan

ana 1999

MILWAUKEE DOWNTOWN PLAN

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Preparation of this plan was funded by the City of Milwaukee, the Milwaukee Redevelopment Corporation, and the Wisconsin Center, and by a grant from the U.S. Department of Transportation through the Wisconsin Department of Transportation.

Participating Staff

City of Milwaukee
Department of City Development
Jeffrey Bentoff, Economic Development Policy Coordinator
Carl H. Madsen, Principal Planner
Brian F. O'Connell, Long-Range Planning Manager

Department of Public Works
Robert W. Bryson, Project Engineer – Traffic Studies and Research
Jeffrey H. Dillon, Transportation Design Manager
Thomas H. Miller, Public Works Coordination Manager
David A. Novak, Chief Planning and Development Engineer

Milwaukee Redevelopment Corporation
Steven S. Halmo, Staff Architect

Downtown Plan Task Force

Ald. Paul Henningsen
Mr. W. Martin Morics
Ald. Marvin Pratt
Mr. Frederick P. Stratton, Jr.
Mr. Stephen Marcus
Mr. Franklyn Gimbel
Mr. Richard Abdoo
Mr. James Keyes
Mr. William Abraham
Mr. James Ericson
Mr. James Kaminski*
Ms. Julie Penman*
Mr. Jon Wellhoefer*

*ex officio

Team ANA

A. Nelessen Associates
Anton Nelessen
Melissa Saunders
Graciela Cavicchia
Ted Wright
Frank Ruchala
Galen Hoeflinger
Troy Jones
Juan Ayala
Fany Fernandez

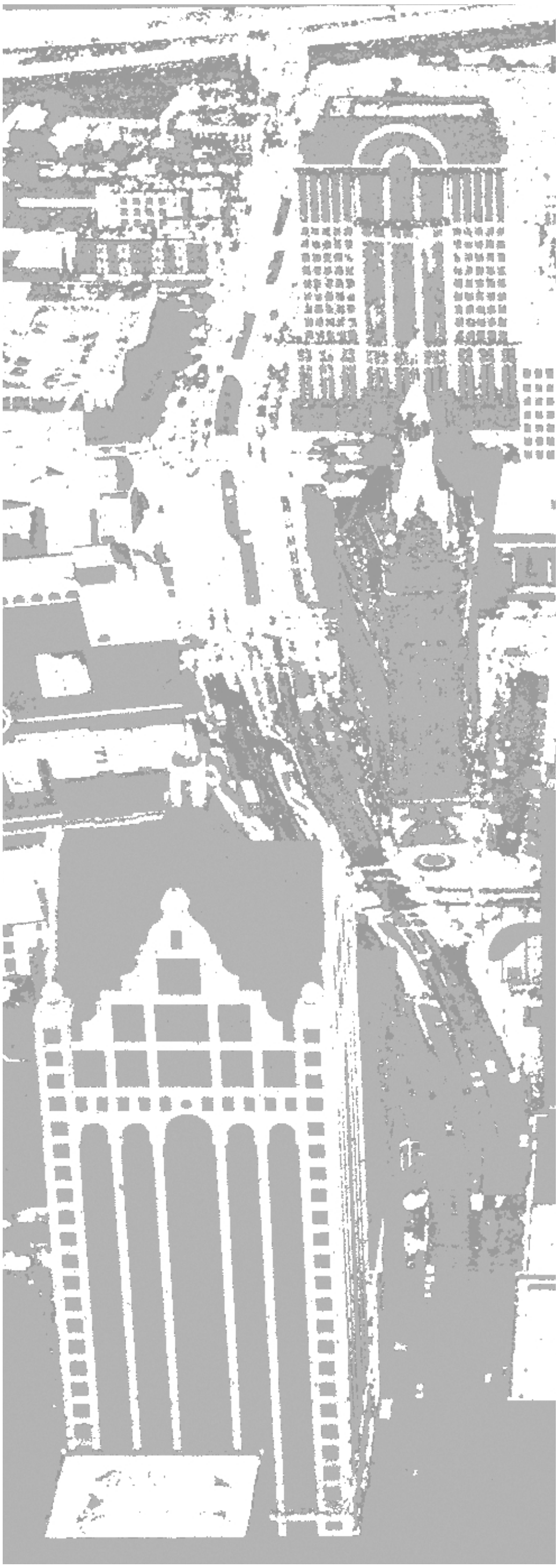
White Mountain Survey
Chester "Rick" Chellman

Prime Interests, Inc.
Richard Gehring

Uihlein Architects
David Uihlein
Marsha Sehler
Mark Paschke

Edwards Associates
Bruce Spann

Cooper Carry Associates
Richard Heapes
Tim Mount
Merril St. Leger



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Downtown Milwaukee, 1990

Introduction

Early 1996 construction began on several highly visible projects in Downtown Milwaukee: the Wisconsin Center, the Humphrey IMAX Theater, and the RiverWalk, among others. As construction proceeded, Downtown business people, organizations, and elected officials began to ask questions like "How can the spin-off benefits of these projects be maximized?" and "What should be done next to continue the redevelopment of Downtown?"

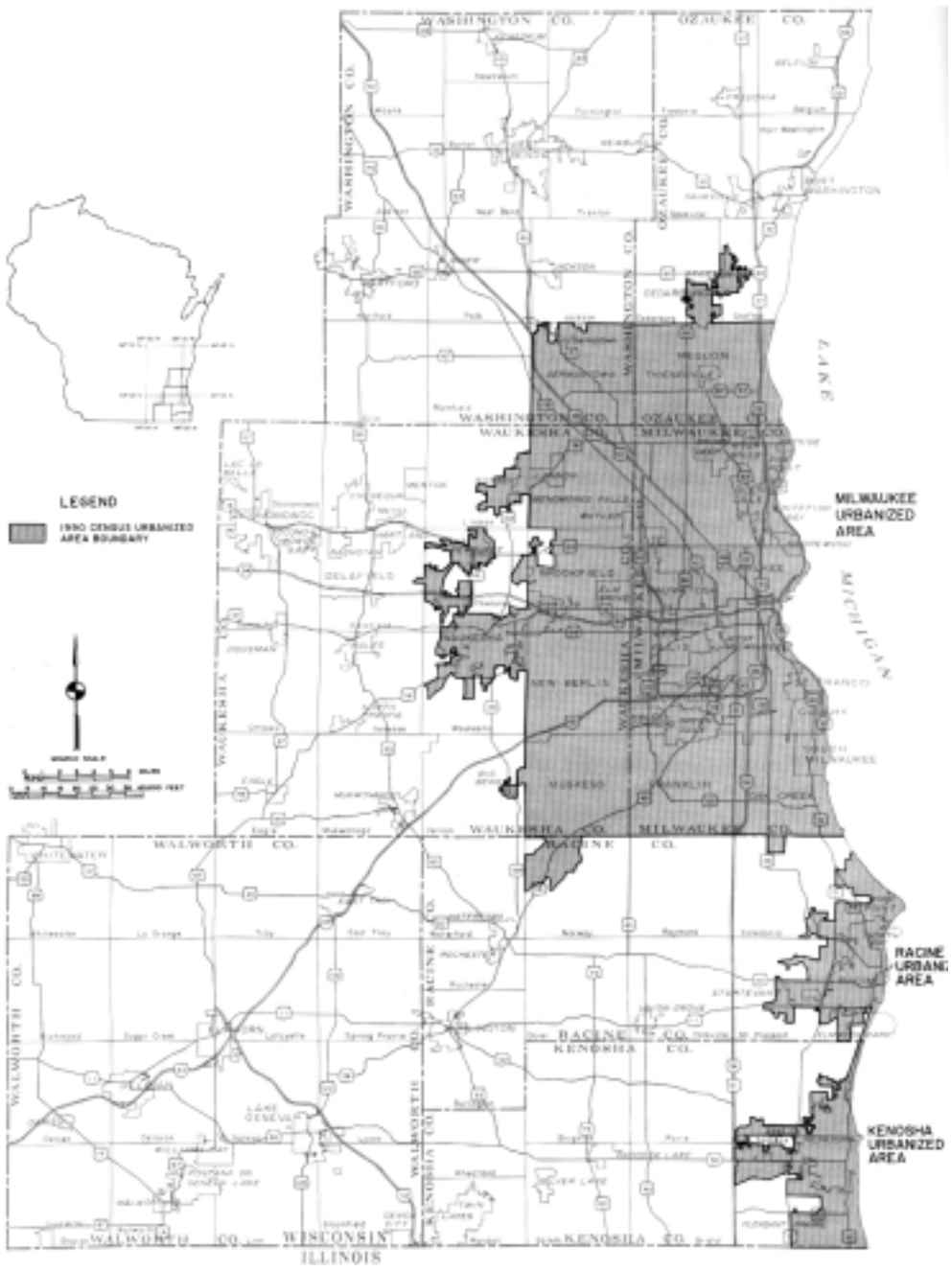
At the same time, public officials were aware that key Downtown planning and policy documents needed to be created or revised to reflect the new projects and the changing conditions in both the local and national markets for retail and office space and downtown housing. A planning partnership composed of the City of Milwaukee, the Wisconsin Center District Board and the Milwaukee Redevelopment Corporation (MRC), the not-for-profit downtown development corporation formed by Milwaukee's business community, concluded that a new plan was needed to provide a blueprint for the further development of Downtown and to identify the specific actions which should be taken to foster that development.

The partnership retained a consultant team led by A. Nelessen Associates of Princeton, New Jersey, to assist the community in preparing the plan. The other members of the consultant team are identified in the Acknowledgments section in the front of this document.

The Downtown Planning Process began in spring of 1997. The process began with interviews of elected officials, business and educational leaders and neighborhood associations. These interviews introduced the consultants to a range of perceptions regarding the local conditions. Interviewees identified the most critical problems and recent successes in Downtown. With this base the consultant team began fieldwork for the Public Visioning Process. They walked and drove every street to examine the existing conditions. Fieldwork included a low-level flight to examine the pattern created by the parks, streets, buildings and surface parking lots. All conditions were professionally analyzed and photo-documented. Professional review of this data began with mapping these conditions. Next a Visual Preference Survey™ composed of local images, alternatives from other locations, and simulations was constructed. A demographic and policy questionnaire supplemented the images.

The public attended Visual Preference Survey™ sessions between October 1997 and January 1998; the results of these surveys generated the visual character for future development. In March 1998 the public participated in Vision Translation Workshops; the workshop exercises identified where the preferred images would be appropriately located. The professional team synthesized the public input for one week. The professional workshop included meetings with City and County staff and Elected Officials. Draft concept plans were presented and critiqued. A Concept Plan was presented to the public at the culmination of the professional workshop.

The planning process continued with strategies to implement the plan. In meetings with the Mayor, City staff, the advisory committee and task force, priority actions were articulated. Refined plans were presented and critiqued. Another concept plan was presented to the original group of interviewees in August 1998. Staff critique helped to shape the final draft document. In addition, plans separately developed for the North Harbor Tract, Maier Festival Park/Summerfest Grounds, the Third Ward and for the preservation of Downtown's historic character have been incorporated into the final document. These plans are listed in the Bibliography at the end of this document.



Source: SEWRPC

This document resulted from the efforts of the consultants, technical staff from the city and MRC, and the people who live, work, learn, and visit Downtown Milwaukee. The complete Downtown Plan consists of this document, an Executive Summary that provides a concise overview of the plan, and a Catalytic Projects report that describes individual projects that are necessary to implement the Plan.

Regional Context

The Metropolitan Milwaukee area encompasses four counties, Milwaukee, Ozaukee, Washington and Waukesha covering 1,460 square miles with a combined population of over 1.4 million people, making it the 36th largest SMSA in the nation. With 620,609 people, Milwaukee ranks as the Country's 17th largest City and Wisconsin's largest municipality.

The Metro area recorded a population gain of 2.5% over the 1980-1990 period. The growth was concentrated in the four suburban counties.

Total personal income for the Metro area was $34.9 billion in 1994, which translates into a per capita personal income of $23,948. The per capita figure is 9.7 percent higher than that for the total Great Lakes region (Illinois, Indiana, Michigan, Ohio and Wisconsin) and 10.4 percent higher than the per capita figure for the United States as a whole. Metro Milwaukee ranks 43rd among the nation's 313 metropolitan areas in per capita personal income.

The Metro Area has long been a center of commercial activity in the Great Lakes region. The Metro Area includes 14 Fortune 1000 companies, two of the nation's largest banks and one of the nation's 10 largest life insurance companies.

About 38,300 Metro Area businesses employ over 813,700 people. Included are 13,900 service firms, 8,200 retailers, 3,200 manufacturers, 3,400 wholesalers and 3,700 construction firms. As is true in most metropolitan regions, the service sector is the fastest-growing segment of the region's economy, representing 30 percent of the workforce. Metro Milwaukee, however, is still a leading center of manufacturing. Of the nation's 36 largest metropolitan areas, the region ranks third nationally in the percentage (22%) of its workforce in manufacturing. The Metro Area produces $24 billion worth of manufactured products annually.

The U.S. Department of Commerce estimated retail sales reached $13.2 billion in 1996. According to Sales and Marketing Management Magazine, that number translated into an estimated $26,041 in retail sales per household in the Metro Area. In 1997, there were 29.7 million square feet of retail space in the region with an 8.36 percent vacancy rate.

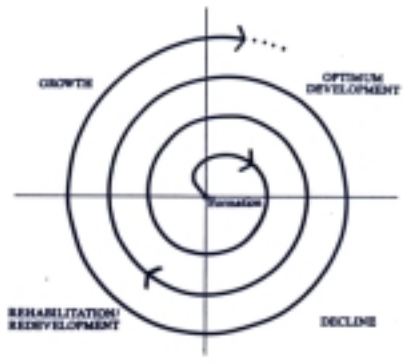
There were 26.5 million square feet of office space in the Metro Area with a 15.9 percent vacancy rate in 1997. Approximately 50 percent of the office space is located in Downtown, though the suburban percentage is increasing.

This percentage also holds for the Metro Area's housing stock, with approximately half of the Metro Area's 560,000 units within the borders of the City of Milwaukee. However, the four suburban counties have registered high levels of growth for the past 30 years while the City of Milwaukee has grown at a slower rate.

An estimated five million people per year visit the Metropolitan Milwaukee area per year, generating 31 percent of the State of Wisconsin's annual tourism revenue.

Lithograph looking east on Wisconsin Avenue from Fifth Street, 1854

Urban Evolutionary Spiral



Cities continually evolve in a ceaseless spiral of growth, optimization, deterioration and redevelopment. This is called the Urban Evolutionary Spiral. Milwaukee, like all cities, can trace its history along this spiral. Organisms as complex as cities do not evolve uniformly through their fabric; some sections of Milwaukee are in the rehabilitation sector while others are in growth sector of the spiral.

Milwaukee is a City born of its place in the landscape. Long before European settlers encountered the site, Native Americans were drawn here because the confluence of the Milwaukee and Menomonee Rivers into Lake Michigan facilitated transportation. They called this place of abundant natural resources and striking vistas "the beautiful land," or Milwaukee. These resources of geography and location have shaped the City's history as the center of Wisconsin.

In the middle 1700s a French Canadian trading post was established. Geography dictated that Milwaukee formed with three centers divided by the rivers, instead of accommodating a single, central nucleus. The rivers that gave birth to the City also proved to be the toughest obstacles for growth and agglomeration. The river and the vast stretches of land have been both a blessing and a curse for Milwaukee. On one hand, they give it life and make it viable, on the other, they cause it to spread out into the present-day multi-nodal City.

By 1840, the three sides of the Milwaukee River had filed plans for the layout of the area into repetitive blocks, disregarding the natural topography. Six years later in 1846, the City was incorporated. The rivers and the speculative rivalries of the original town makers--Solomon Juneau on the east, Byron Kilbourn on the west and George H. Walker on the south--dictated that the City was actually a group of minimally connected villages. What evolved were three small frontier villages with scattered, modest one to three story buildings. The population of the entire area was less than 2,000 people when the first brick buildings were built, including the famous cream-colored brick that would become a mainstay of Milwaukee's architectural design.

Milwaukee's desirable location and the westward migration of the country were instrumental in the growth from a small trading post into one of the nation's largest cities. The City became a center of commerce as its location on the edge of the rich Wisconsin farmland allowed for a continuous flow of goods south to Chicago and then to the East. In the 1840s and 1850s, Milwaukee became a principal wheat market and shipping point and by 1865 the City was the largest exporter of wheat in the world, a position it held until 1880.

In addition to wheat, agricultural products from the hinterland were processed. Major processing industries included flour milling, meatpacking, tanning and brewing. These were small-scale establishments in comparison to the huge plants of the next generation. Manufacturing was concentrated along the banks of the Milwaukee River below Michigan Street and above Juneau Avenue.

As Milwaukee sent wheat and other goods east, successive waves of immigrants were attracted to the open and fertile lands of the west. Milwaukee benefited from this migration resulting in a diverse population of Brits, Germans, Irish, Norwegians and Blacks. The impact still characterizes the ethnic diversity of the City today.

The City, like the rest of the nation's population, was beginning to urbanize as a result of railroads and the impact of new large-scale industries in the cities. The first railroad began operating in Milwaukee in 1851 and 20 years later there were 1,200 miles of railroad track fanning out from the City connecting it to the rest of the country's increasingly extensive rail network.

Downtown street scene, 1890s

Milwaukee's location at the center of trade routes spurred the creation of heavy industries beginning in the late 1860s when the Milwaukee Iron Company constructed the Bay View Rolling Mill to process the regional iron ore supplies.

Functional areas like Downtown developed in this decade also. Retail shops, offices, banking and insurance firms concentrated in a central business district surrounded by Clybourn, State, Broadway and Second streets. Merchants, warehouses and docks began to locate in the Third Ward near what would later become the Port of Milwaukee. Mills and factories began to concentrate along the Milwaukee River north and south of the central business district further strengthening the position of the Milwaukee River as the axis of Milwaukee. The breweries were located west of the river near Juneau Avenue. The neighborhoods began to be segregated along ethnic and economic lines.

The increasingly diverse population jumped from 20,061 in 1850 to 115,587 in 1880 in response to the expanding and diversifying economy. Rather than continuing to grow in height, the City continued to spread out, slowly at first, but then leading to the unfurled urban City of today.

As the population spread, services for new residents including grocers, sewer and transit systems followed making it easier to live farther from the town's center. The era of urban transit began in 1860 when a Downtown route connected the City's two rail terminals. After the Civil War, new routes continued to spread to more remote areas such as North Point. Substantial real estate holdings by the street railway investors promoted the sale and development of their land, despite low densities and poor cross-town connections rendering the lines unprofitable until the turn of the century.

This is not to suggest that the today's densities were extent in Milwaukee over 100 years ago. Then ninety percent of the population lived within two miles of Downtown Milwaukee, but the development pattern that continuously spread beyond its borders was clearly established.

Just as the Europeanism of Milwaukee characterized the nineteenth century City, industrialism was the prevailing feature in the twentieth. Large factories, commercial buildings and industrial plants became the dominant physical elements as the industries that had previously been established continued to thrive. Tanning, brewing, slaughtering and meatpacking continued to grow. By 1909 tanning had become the City's top industry and the City was the nation's leading producer of leather. Also, the German born masters of brewing began to take up the trade in Milwaukee, making the town — which could boast of the largest single brewery in the U.S — one of the largest producers of beer in the country.

After 1880, Milwaukee's industrial character rested on the growth of heavy metals industries. New machinery and tools industries developed from the Bay View Rolling Mill iron. The iron and steel industries set up sprawling plants with their smoking chimneys in the Menomonee Valley. These new factories were a stark contrast to the older smaller processing plants that produced the goods of Milwaukee in earlier years.

The industries, which now needed more and more land to set up their mammoth plants continued to decentralize the City. Workers followed the plants further spreading out suburbs in a development pattern that set Milwaukee apart from other large cities at the turn of the century. These suburbs were not inhabited by the rich and prosperous, who remained closer to Downtown, but the immigrants and middle class residents who worked in the new factories. Milwaukee had the third largest manufacturing workforce in the country by 1910.

The population mix of Milwaukee continued to shift through the turn of the century when the City had the second largest percentage of foreign born residents in the country. Though Germans still made up the largest group, other immigrants from Southern and Central Europe continued to diversify the sights, sounds and general character of Milwaukee.

The streetcar system continued to expand into the growing suburbs to serve the new residents and factories, underscoring the viability of these outlying locations. The suburbs continued their attraction as locations for living as businesses in outlying areas began to concentrate in neighborly clusters of shops and offices. By the end of the nineteenth century, the City had spun off several separate industrial towns and residential suburbs. Among these new towns were Cudahy, South Milwaukee and West Allis, all founded by large companies and North Milwaukee as a promotional venture of the streetcar lines.

City Plan of Milwaukee, 1845

Aerial Photograph, 1930s

The historic street grid continues to define contemporary Milwaukee, although many streets have been closed to accommodate buildings of larger footprint.

As the City began to grow in all directions at the turn of the century, it became clear to many residents that the City's physical growth required guidance and planning. The Board of Parks Commissioners was the first municipal body to consider land use for the entire City. A City ordinance of 1902 regulated the height of buildings with respect to the width of streets and in 1907 work was done to provide laws to separate residential areas from the commercial and factory zones. All of this culminated in the creation of a comprehensive zoning plan inspired by New York City's plan (the first in the nation) that regulated use, height, and area by districts.

During this period, taller structures like the 1895 Milwaukee City Hall and a string of buildings including the art-deco masterpiece Wisconsin Gas Company Building of 1930, began to define a new scale in Downtown. The City could boast eight large Downtown movie theaters, numerous clubs and music halls. But while Downtown built up, the City did not lose its low density. The WPA Guide to Wisconsin described a 1930s Milwaukee where newcomers were struck by its suburban character, rather than a metropolitan one, and the low buildings Downtown.

Just as the railroad defined the mid-nineteenth century Milwaukee, Henry Ford's mass-produced automobile changed the face of the City in the twentieth. The automobile industry spread to Milwaukee to take advantage of the iron industry. Part and tool plants, including Delco, were built to serve the nation's growing needs for automobiles. But the industry, which was responsible for much of the City's heavy industrial growth, also contributed to the horizontal spread of the City. The former "streetcar suburbs" expanded as previously undevelopable areas--those beyond walking distance from trolley lines--became accessible. The City's size doubled to 44 square miles between 1910 and 1940 with a population of 587,472 on the eve of World War II.

After World War II, Milwaukee's growth and development seemed inextricably tied to the automobile and traffic caused by it. The City attempted to accommodate the needs of the automobile into its fabric, sometimes with dubious results. Even before the War, City officials tried to deal with the traffic generated by the automobiles in Downtown streets. For example, the first highway plan for the region was prepared in 1928 and parking was banned on Wisconsin Avenue to ease crowding in the 1930s. However, returning GIs and Federal Housing programs caused the City to spread out at a faster rate that problems began to increase.

In 1949, DeLeuw Cather & Company issued a major local study of traffic needs for the next 25 years and concluded, "the most economical way to obtain the added traffic capacity would be through the construction of a system of expressways." In 1953 the Wisconsin legislature created the Milwaukee County Expressway Commission to plan and construct a system of highways. The commission hired Parsons Brinkerhoff, et. al. The Parsons report issued in 1955 called for a massive new highway program that would circumnavigate Downtown to facilitate regional movement.

As in almost every major American City, when the freeways and expressways were built in Milwaukee, the streetcars disappeared. The pedestrian City was transformed into an automobile-dominated one. By 1957, the streetcars were entirely removed from Downtown Milwaukee in an attempt to alleviate traffic congestion. By 1962, the first section of highway opened. The number of cars continued to increase as did the number of highways to serve them. In 1970 there were 406,000 automobiles in the City and 82 miles of freeways.

The original ring-road plan recommended in the Parsons report would later be abandoned out of environmental and social concerns. However, many neighborhoods had been already torn apart by the highways that link the growing suburbs to Downtown. Bronzeville, a major Black neighborhood was bulldozed along with an Italian Section of the Third Ward. These highways would border Downtown on three sides, cutting it off from the rest of the City.

City leaders began to realize that the lack of good housing stock affected the ability to attract new industries. This was a vital issue if the City was to continue to be a viable place to live. With much of the middle class moving to the growing suburbs, inequities became more apparent and racial groups became increasingly isolated. Tensions came to a head in the summer of 1967 when riots broke out in

The Freeway system connects Milwaukee to the region while disrupting the continuity of Downtown's urban fabric.

the City's African American neighborhood.
In the early 1970s, Milwaukee's business leaders began efforts to revitalize Downtown. In 1968, Summerfest began and by the next year the festival attracted 150,000 visitors. The 11 days of the festival now comprise the largest music event in the world, and combined with the City's ethnic festivals attracts almost 1.7 million visitors each year. Currently Metropolitan Milwaukee draws 5 million visitors per year, to such events as Summerfest and The Great Circus Parade.

A string of new skyscrapers began to pierce the skyline along Lake Michigan as Downtown continued to hold a majority of the office space in the region. In 1982, in a move to bring more people Downtown, the Grand Avenue Mall, a regional shopping center, opened. The Grand Avenue proved to be a major draw for the Downtown for more than 10 years until changes in national retailing culminated in the closing of the mall's anchor tenant, Marshall Fields in 1997. The mall is now undergoing strategic planning.

Recently, several new entertainment and cultural facilities were constructed including the Bradley Center and the new 800,000 square foot convention complex, the Midwest Express Center, that opened in 1998. These buildings, along with projects such as the $11 million Riverwalk along the Milwaukee River, were constructed to increase the visibility and vitality of Downtown. Unlike many urban areas, Milwaukee remains a clean and safe City. Although downsized, the industrial base of the City remains significant while the service and technology sectors of the economy continue to expand in the City. Many of the City's streets are lined with historic buildings and there are many re-emerging neighborhoods like the Third Ward. However, the outer suburban counties of the Milwaukee Metropolitan region continue to outpace the City in population and construction growth.

To address these concerns, in 1997 the City sought a comprehensive plan to chart a new course for Downtown's future development with goals insuring its livability and economic viability.

New facilities continue to bring residents Downtown including the recently-built Midwest Express Center, Summerfest and the burgeoning Riverwalk.

The rivers and Lake Michigan are the predominant natural features

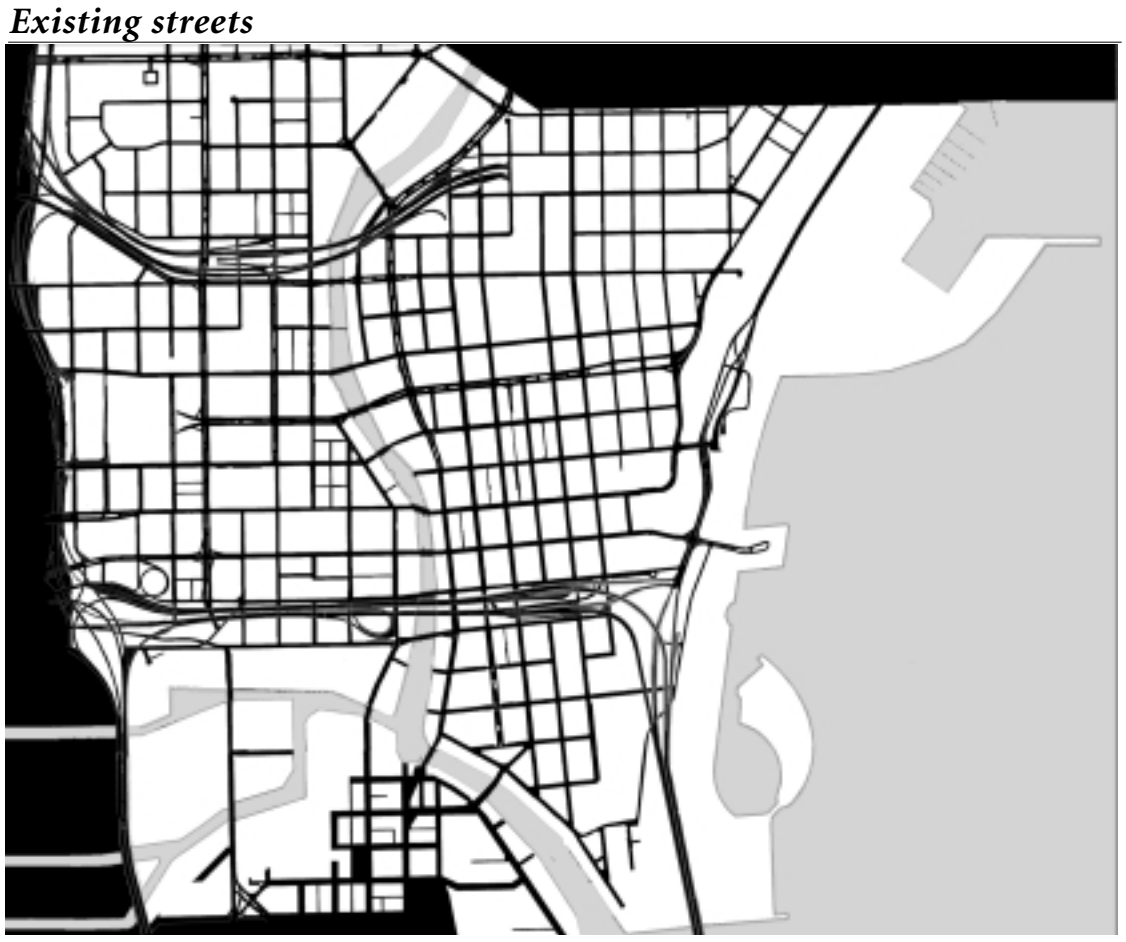
Three features define the framework for future development: The Lake and Rivers, the street and highway network, and the existing buildings.

There are structural constraints in Milwaukee. Defined on the east by Lake Michigan, on the west by the I-94 interstate corridor and on the south by the I-794 interstate feeder and Menomonee Valley industrial corridor. Only to the north are there transitional conditions leaving opportunity to define commercial neighborhood and residential neighborhood boundaries. Downtown is reasonably compact for an urban center, resulting in approximately 1,000 acres of development remaining after removing the river, street right-of-ways and public properties.

Through the middle of this CBD core cuts the Milwaukee River running north to south. The River creates one of the greatest assets for the downtown core and one of its greatest liabilities serving as both an amenity and a physical divider. Any historic competition between east and west sides has no economic or political benefit. In today's circumstances the core is linked for market purposes.

The natural features, Lake Michigan, the Menomonee and Milwaukee Rivers, form the development edges. These natural edges provide open spaces, water vistas and recreational opportunities. These water features provide a unique identity to Downtown.

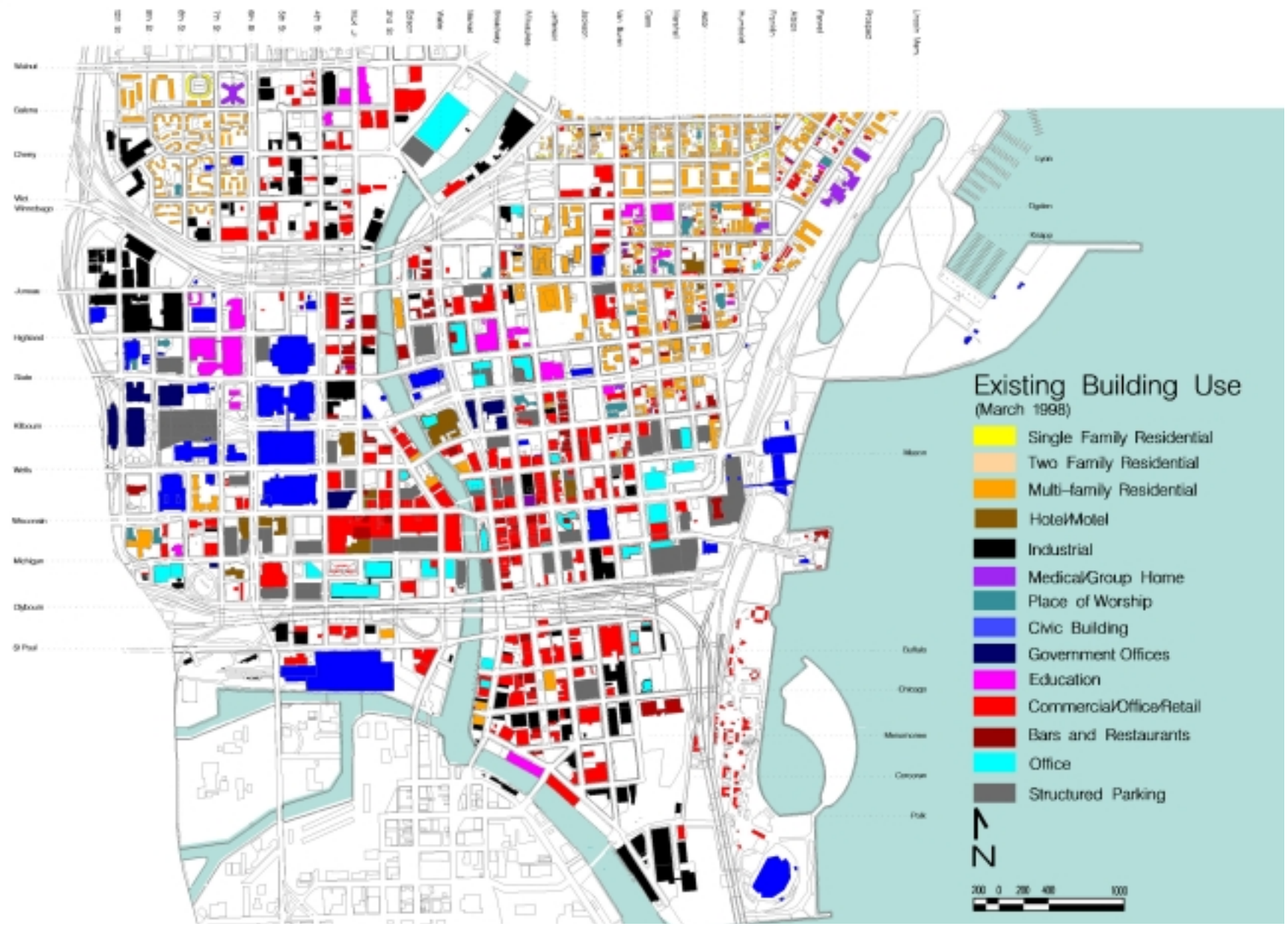
Existing streets



The second defining component is the street network that forms blocks. Some blocks have been physically disrupted by the freeways and larger footprint buildings. The transportation advantages of the grid have been altered by many one-way traffic streets. In some cases, streets have been eliminated to form super-blocks. However, the overarching historic grid presides. This grid remains the underlying structure for the new Plan.

Existing buildings

The third feature is the existing buildings and the defining presence of historic architecture. The figure ground plan indicates the size and shape and the relationship between the buildings.



Observed Patterns from the Existing Building Use Plan

The existing Building Use Map was generated from the series of digital land use maps maintained by the City's Department of City Development and the digital maps prepared for the intergovernmental Milwaukee County Automated Mapping and Land Information System (MCAMLIS). The information from these source maps was reorganized and simplified to generate a base map more suited to the Downtown plan. The new base map shows the existing uses within the actual building footprints and existing features such as plazas, curbs and trees as of March 1998. The Existing Building Use Map has 14 categories.

The Building Use Map indicates that commercial and residential uses dominate Downtown, followed by institutional /civic, parks and industrial.

Mixed Use and Commercial uses are scattered throughout the Downtown study area. There is approximately five and a half million square feet of buildings with mixed-uses and commercial uses on the ground level. This translates into approximately 15 percent of the total ground level building uses.

To function most effectively as a commercial district, retail/commercial buildings should be located in close proximity facing each other across a street. Analysis of the Existing Building Uses reveals that this happens in only a few blocks in Downtown Milwaukee.

The largest commercial district extends, on both sides of Wisconsin Ave., from North 4th to North Milwaukee Street, a length of approximately 2,000 feet. A second is one block long from Wisconsin to East Mason on North Milwaukee. A third is along North Jefferson between East Mason and Kilbourn of which one edge is a park. Two other half blocks exist on Broadway and on North Third. Blocks with retail/commercial on both sides of the street should be given first priority for streetscape and pedestrian realm enhancements. The remaining commercial uses are scattered throughout the Downtown in a seemingly random pattern.

Residential uses dominate the northeast and northwest quadrant of the plan. Currently there are approximately two million square feet of buildings with residential uses on the ground level. This translates into approximately six percent of the total ground level Downtown building uses.

The traditional Downtown residential buildings were multi-family structures imposing a small "foot print." The newer residential buildings exhibit a larger floorplate, front along and entire block face as can be seen in East Pointe housing on the vacated Park East Freeway right-of-way. In the northwest quadrant much of this housing has been rehabilitated. At this time, a number of older mercantile buildings along the Milwaukee River are being converted to residential lofts.

Offices are scattered throughout the Downtown, with the highest office concentration of high rises along Michigan Street and Wisconsin Avenue. Currently there is slightly more than one million square feet of ground level office building uses. This represents three and a half percent of the total ground level Downtown building uses.

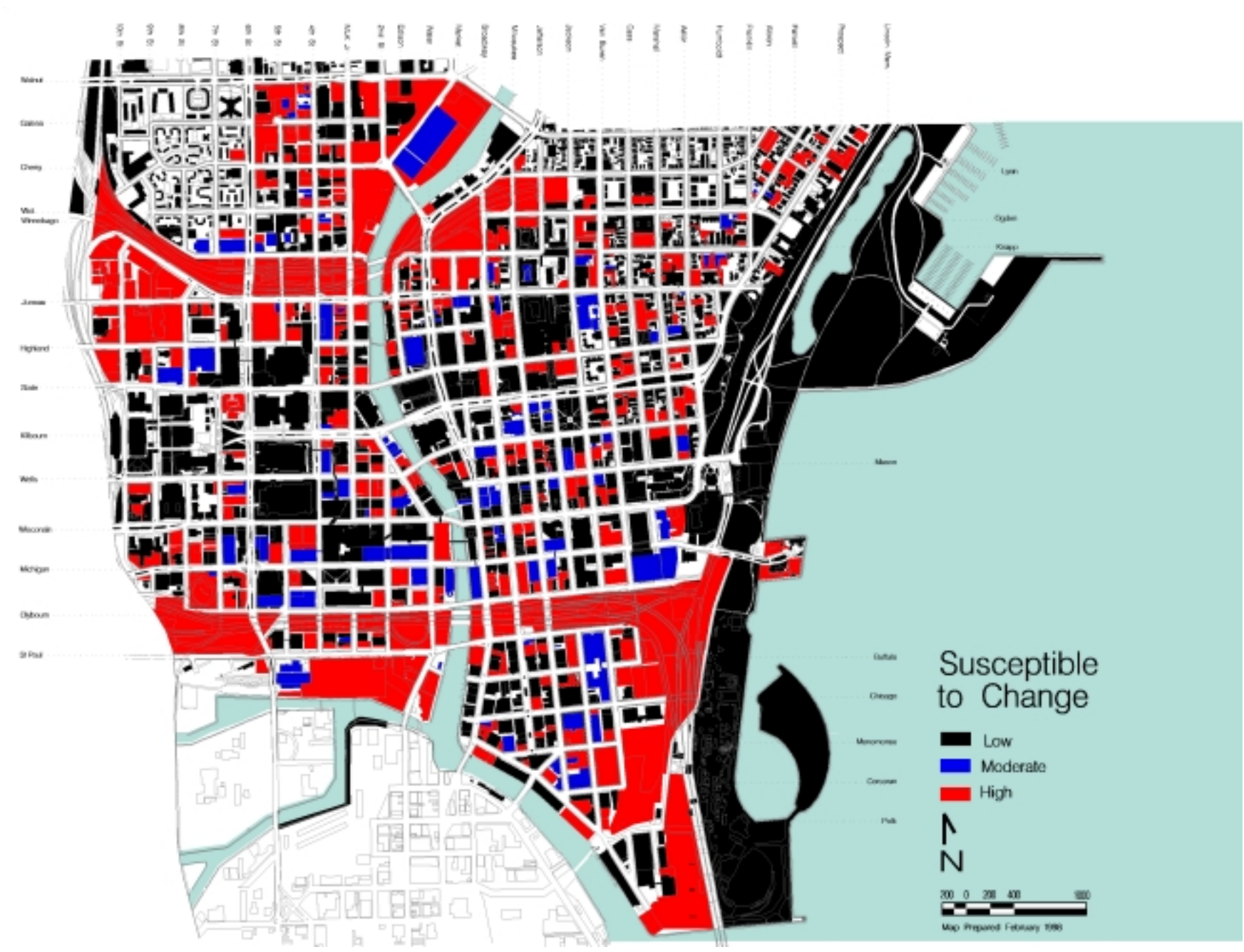
Industrial uses are primarily concentrated north of the Park East Freeway and west of the river. Approximately three million square feet of existing buildings contain ground level industrial uses. This is eight percent of the total ground level Downtown building uses.

Parks are concentrated along the Lakefront. The urban squares include Cathedral Square and Mac Arthur Square. There are approximately eight and a half million square feet of Downtown parks; this is approximately 24 percent of ground level uses.

Existing Built Form 1999

This computer-generated drawing shows the pattern and built form as it exists today.


Buildings
Parks
Plazas



1,097 Acres in Downtown

298 Acres Highly Susceptible to Change

58 Acres Moderately Susceptible to Change

741 Acres with Low Susceptibility to Change

Parks and plazas have low susceptibility to change

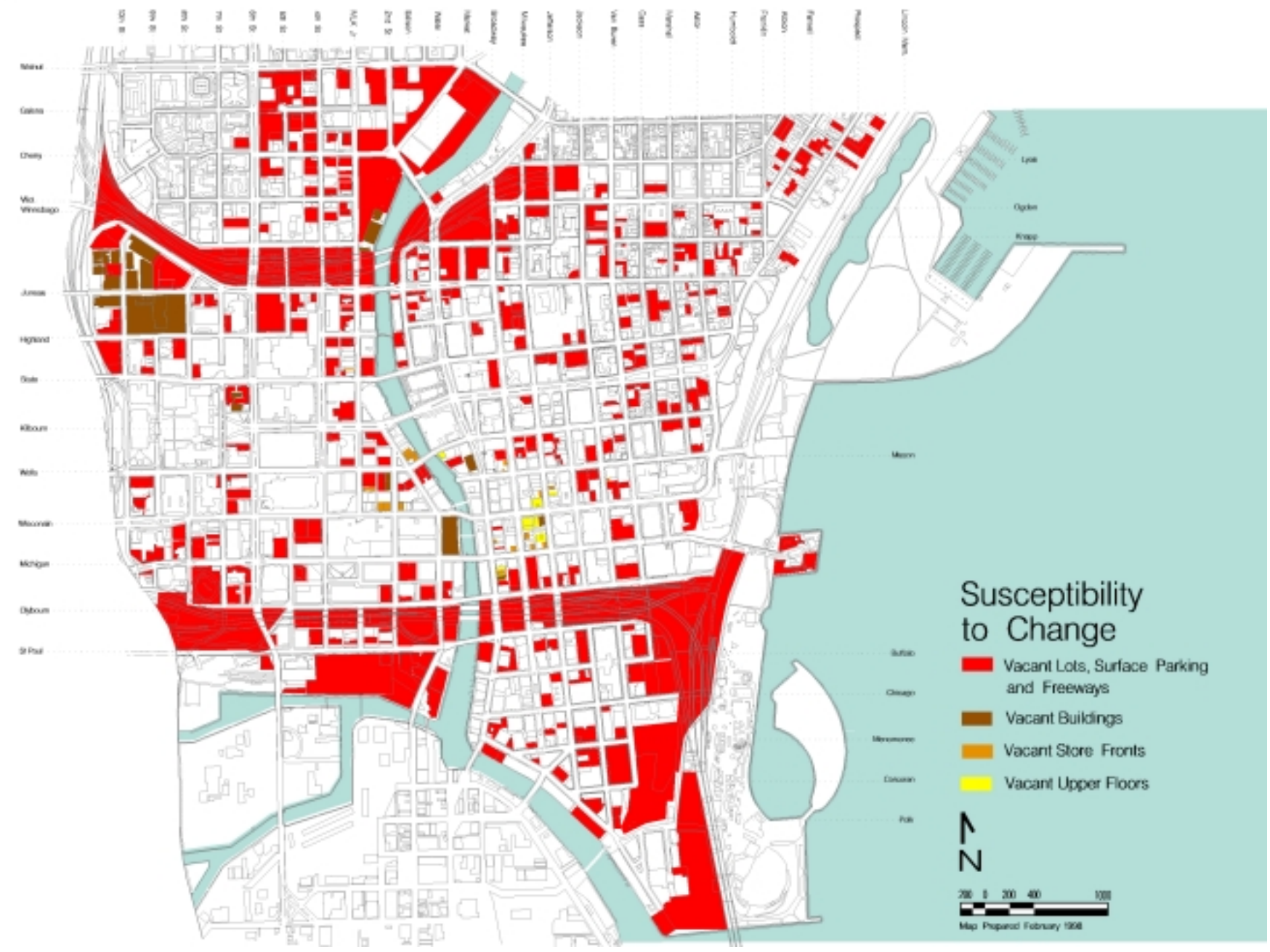
Introduction

Where will future development and infill occur? Which parcels will be altered? Are they contiguous? Which buildings will remain? Which buildings must be rehabilitated or have the facades improved? To answer these questions, a Susceptibility to Change map was prepared for Downtown Milwaukee. Land and property identified as susceptible will undergo positive change only if actions are taken. Partnerships and alliances must be enhanced to create an atmosphere encouraging redevelopment. These maps indicate those redevelopment areas that would have the greatest positive impact upon the Downtown as a whole.

The process of creating the Susceptibility to Change map began with an examination of the built environment between Fall 1997 and Spring 1998. Every building and lot was visually inspected. Inspection criteria included: occupancy, architectural condition, and maintenance. Conditions were recorded on a base map that identified the footprint of every building, park, plaza, vacant lot, parking lot, parking deck, curb cut and street right-of-way. These field notes were transferred onto the computerized base map and reviewed by City staff and Advisory Committee. After their review, corrections were made and a final base map was prepared.

The map indicates permanence, development or redevelopment potential for all Downtown properties. The Susceptibility to Change Map indicates three broad categories, low, moderate and high. The high category has been further subdivided into four classifications.

The Susceptibility to Change Map extends from Walnut Street/East Pleasant Street on the North, Interstate Highway 43 on the West, Lake Michigan on the East, and the Menomonee/Milwaukee River on the south. The area contains 1,097 acres.



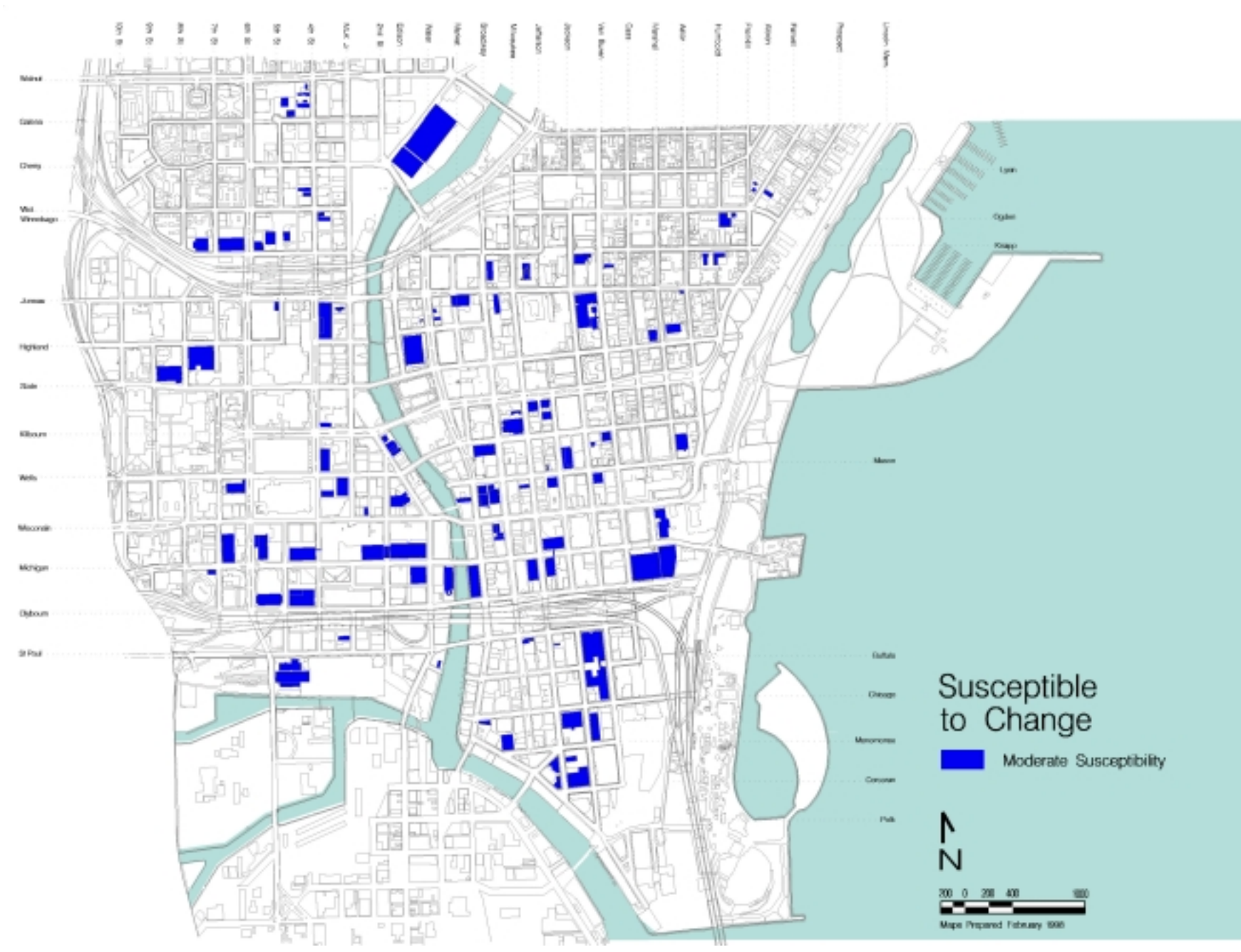
High Susceptibility to Change

This map identifies those areas on which new infill development should occur. Much of this land is currently used for surface parking under the elevated freeways. The identified areas provide great development resources for Downtown. By efficiently using existing, underutilized parking structures, designing a more mixed-use Downtown and introducing convenient and inexpensive mobility options, all of the land becomes available for more intensive uses. In total there are 298 acres which are highly susceptible to change. The largest contiguous parcels are located under and adjacent to the U.S. 145/Park East Freeway and I-794, the area immediately adjacent to the Summerfest grounds, and the area surrounding the Post Office.

Vacant buildings in good structural condition are a resource for Downtown. The largest concentration of these vacant buildings exists in the North-western section in the former Pabst Brewery complex. The opportunity now exists for redevelopment of this important group of buildings. Offices, light industrial uses, loft housing, live-work units, housing and localized retail are potential uses.

In some cases, buildings that are historically or architecturally significant and which are eligible for or have received local or national historic designation are classified as highly susceptible to change. For example, some of the historic Pabst Brewery buildings are so classified. In these cases, the plan should be interpreted as calling for an adaptive reuse of the buildings that preserves their historic and architectural character.

One story and vacant buildings and surface parking lots are highly susceptible to change.



Moderate Susceptibility to Change

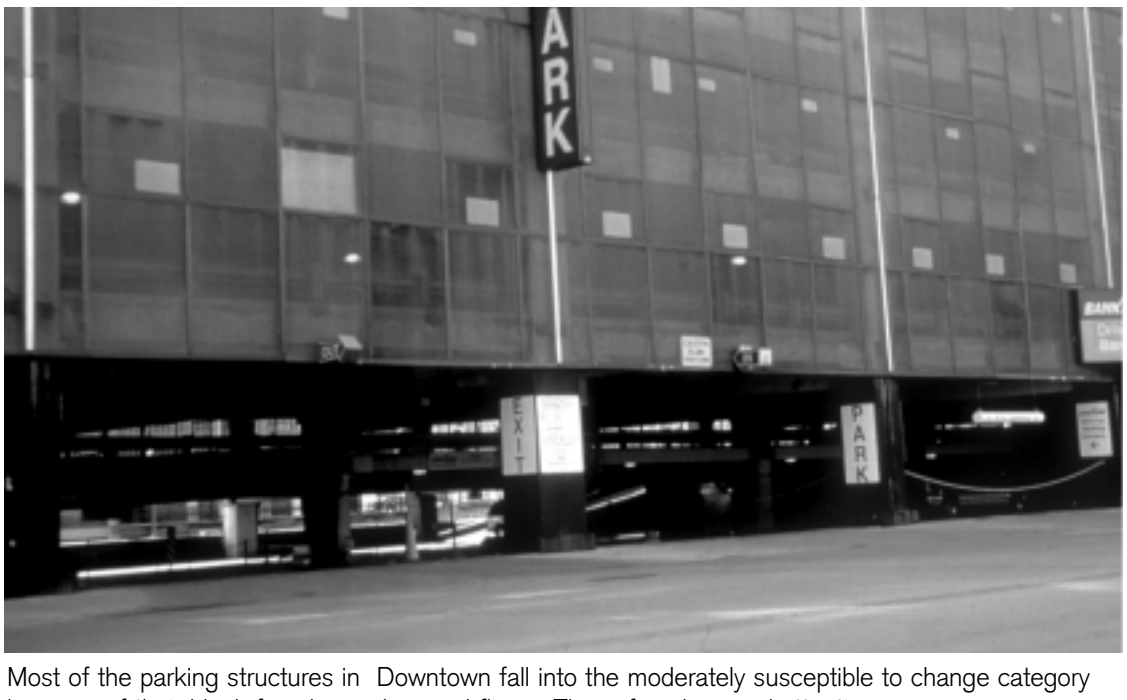
This map illustrates the existing one-story buildings, visually unacceptable parking decks, vacant buildings, vacant upper floors and vacant storefronts. There are 58 acres in this category.

This category includes buildings, which are completely vacant, but in fair condition, buildings in fair condition with vacant upper floors, vacant store fronts and buildings of one story.

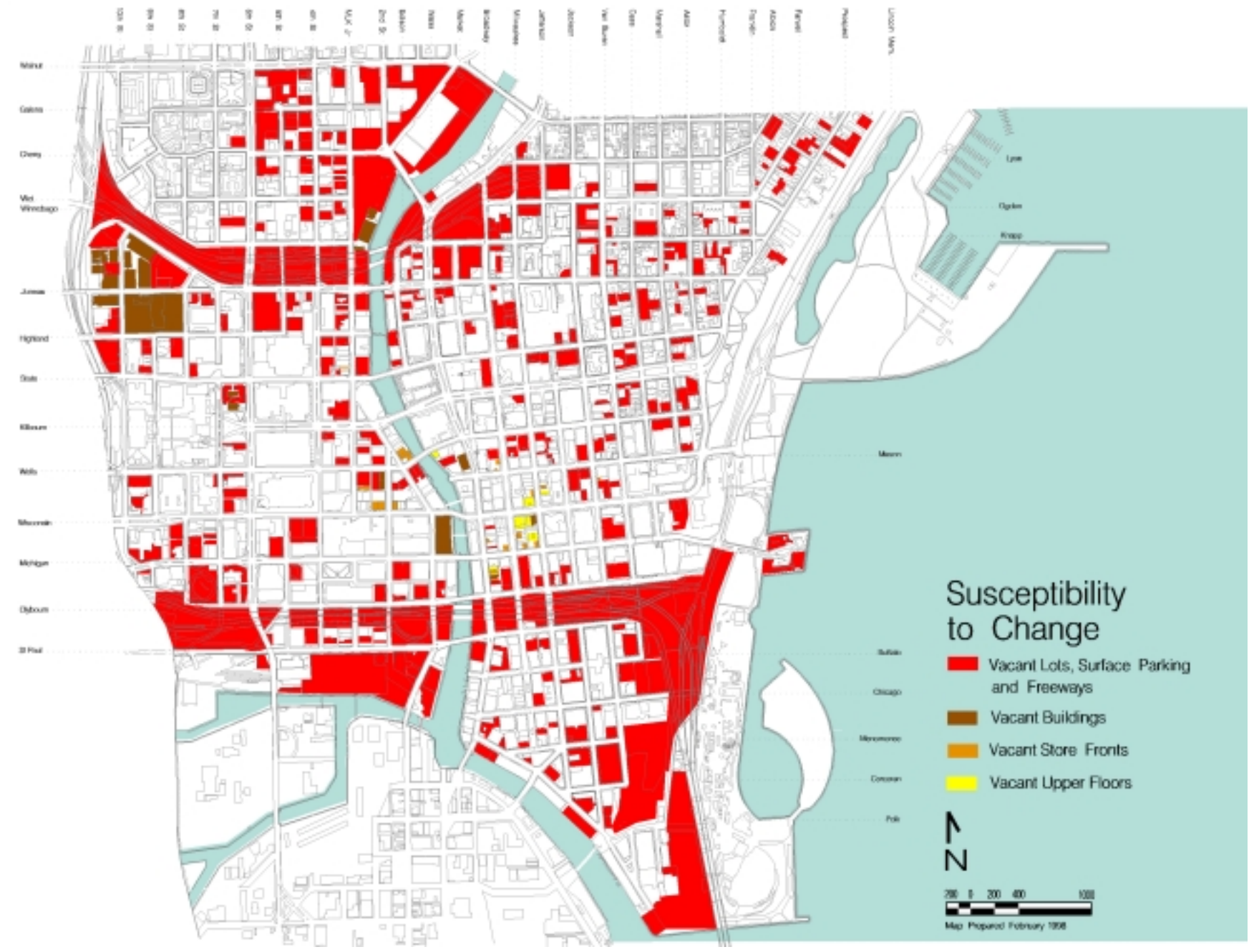
Vacant storefronts are an immediate problem. Specific and immediate action must be taken on vacant storefronts, particularly restoring the display windows as indicated by the VPS™ results. There is little that is more destructive to the positive image of Downtown than empty or boarded up storefronts.

There are many buildings in this category which are in good to excellent structural condition that require cleaning, rehabilitation and facade enhancements. It is unlikely that these buildings will be torn down but it is probable that they will undergo rehabilitation. Significant in this category are over fifty parking structures which have been classified as visually unacceptable. These facades brutalize the character and appearance of the streets. Passing the ground floors of these structures is a negative experience for pedestrians.

Vacant second floors exist in several Downtown locations. These should be the next priority for improvement. Conversion to lofts, live-work units, studio spaces or offices is recommended.



Most of the parking structures in Downtown fall into the moderately susceptible to change category because of their blank facades and ground floors. These facades need attention.



Low Susceptibility to Change

This map identifies those buildings which are likely to remain unaltered in the forseeble future. The map indicates that approximately 741 acres are not susceptible to change over the next 20 years.

This includes proposed new buildings, buildings in excellent condition, older buildings and historic buildings in good condition which will exist more or less in their present condition 20 years from now. Most of these buildings reflect good maintenance and pride of ownership.

The grain (size and proximity) of the footprints indicates those areas which are residential in character (smaller footprints), those which are mercantile in character, typically mixed-use, (intermediate sized) and buildings which are the larger auditoriums, office buildings, parking structures and institutional or industrial uses (the larger foot prints).

This figure-ground plan indicates that most buildings have a tight relationship to the streets on which they face. There are only a few streets continuously fronted with buildings that are not likely to change in the future, e.g. North Milwaukee between Mason and Wisconsin, or Broadway between East Mason and Michigan or Jefferson between East Mason and East Kilbourn among others. Where this occurs, the pedestrian realm on both edges of these streets should receive priority for streetscape enhancement for little will change on these blocks.

More common are the streets with vacant lots between buildings which will remain. These lots must be infilled. New buildings must respond to the architectural scale and character of the adjacent buildings, complementing and enhancing the proportions of the street. Entirely new building walls and streetscapes can be designed for blocks where no buildings remain.

Downtown Milwaukee has many buildings of distinguished architectural merit.

The 14 categories in the Visual Preference Survey™

- *Open Space*
- *Residential*
- *Office/Employment*
- *Mixed Use / Entertainment*
- *Pedestrian Realm*
- *Parking*
- *Transit/Mobility*
- *Street Details*
- *Security*
- *Signs*
- *Streets*
- *Architectural Character*
- *Civic*
- *Waterfront*

The **Visual Preference Survey™ (VPS™)** is a new planning technique, that brings residents, architects, planners, business owners and community leaders together to discuss and plan for the future. The VPS™ process allows members of a community to develop a consensus vision as to what they would like their community to look and feel like in the future. The Visual Preference Survey™ is an important part of the community involvement phase of Milwaukee's Downtown Plan. The Visual Preference Survey™ was administered for three and one-half months in large and small public meetings and on the Internet. Over 1,600 people participated.

The 230 images that made up the survey were chosen in order to measure participants' preferences of future land use forms and transportation-related issues. The images included in the survey were predominantly of Downtown Milwaukee.

Questionnaire and a Vision Translation Workshop

The results of the Visual Preference Survey™ indicated the type and character of places that the participants thought appropriate and acceptable or inappropriate and unacceptable. The Downtown Questionnaire provided demographic information as well as policy, pedestrian and market data. In the Vision Translation Workshops, conducted over three days, approximately 300 participants identified those places in Downtown that currently present a negative or unacceptable image and which portions appear positive and acceptable. They were then asked to identify where redevelopment should occur using the positive open space, residential, office-industrial, mixed-use/entertainment, pedestrian realm, parking, transit-mobility, streetscapes, etc. generated from the survey.

The highest rated positive images from the VPS™, presented in 14 categories, indicate the desired and appropriate character for Milwaukee as seen through the eyes of the participants. The appropriateness was based on the values given to each image. Participants were asked to rate the appropriateness of each image from +10 to –10 on a special computer scantron sheet. The statistics for each image were calculated; both median value and standard deviation were determined. The positive images were used as the catalyst for future planning and development.

The results of this important public participation process indicate that the more positive an image, the more appropriate and desirable the space. Conversely, the more negative the images, the more inappropriate. Negative and inappropriate images inevitably reduce the potential economic value and quality of life. The positive images can significantly improve the economic value and quality of life. In total, the entire perceptual experience of Milwaukee must be positive, That is, the totality of the Downtown's experience must be above +0.1. No negative images should be allowed to remain or be built in the future if you wish to achieve the goal of a healthy and prosperous Downtown.

The positive images that came out of the VPS™ were then used as a base for the type of redevelopment that would be preferable to residents. The physical components of the positive images do not imply a direct translation into built form, but rather indicate principles, proportion, scale and character of the desired appearance. The positive images have been incorporated into this Downtown Plan.

Presented on the following pages, are the highest rated images from the VPS™. The average VPS™ score appears in the caption for each image. While the images are primarily grouped according to the survey categories, many images contain important concepts for other categories. The policy statements at the top of each page synthesize future actions suggested by the groups of positive images.

+7.2 Highest rated image in the Visual Preference Survey™

The highest rated image in the Visual Preference Survey™ was in the pedestrian realm category. The walking experience will be the most important design feature in the Downtown Plan. Participants desire Milwaukee to provide a wide range of mobility alternatives, most important of which will be the enhanced pedestrian realm. The highest rated image, illustrated above, presents the quintessential image for Milwaukee's future character. The critical components that create the ideal pedestrian realm are depicted in this image.

- Parallel parking to buffer moving traffic from pedestrians
- Street trees, planting boxes and flowers to define the edge/parkway of the street
- Sidewalks wide enough to accommodate many people walking side by side
- Hedges to define the semi-public edge
- Elevated ground-level to units provide visual interest and security
- A highly articulated street wall to define the streetscape
- Classical building forms and facade treatment to define the Downtown image

Sensitively designed walkways that encourage walking must connect all components of Downtown. The range of desired features is shown in the following images.

+5.6 Pedestrian path along water provides visual and physical access to boats

+7 A Positive pedestrian path along the Hudson River

+4.3 A Residential sidewalk that can comfortably accommodate 3 people walking side-by-side

+5.6 Pedestrian access to Lake Michigan from Downtown

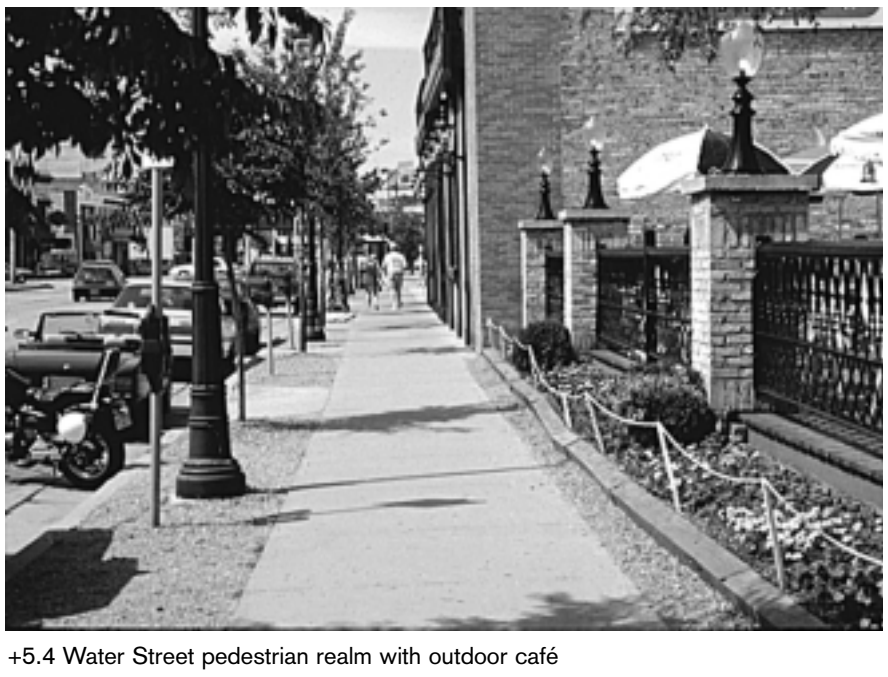
+6.7 Milwaukee's Riverwalk

+6.4 Landscaped walkway underneath an elevated highway

Outdoor displays, cafes, well-defined urban street furniture and appropriately scaled signage animate the pedestrian realm encouraging people to enjoy the walking experience.

+5.6 Outdoor Cafés

+6 Pedestrian realm with outdoor café



+5.4 Water Street pedestrian realm with outdoor café

+3.7 Brick crosswalks connect sidewalks across the predominantly vehicular realm of the streets

+4.7 This commercial sidewalk accommodates cafés, outdoor displays and high volumes of pedestrians

+2.7 Improved crosswalks on Old World Third Street are appreciated

Milwaukee has some extraordinary historic buildings. Participants want a readily identifiable architectural character in the civic, commercial and former industrial buildings that immediately define Downtown.

+7 Street facades with well-defined bays and internal structure animate the pedestrian realm.

+6.2 City Hall

+7 Signature buildings require identifiable architecture

+4.3 Celebrate Milwaukee's industrial past

+5.9 Important civic buildings must have appropriate entrance courts and squares

The Lake and River are Milwaukee's signature features. Further use of the lake and river as locations for special events and general recreation is welcome.

+5.5 Henry Maier Festival Park, a popular and appropriate use of the Lakefront

+7 This type of walk is highly desired at the water's edge

+6.4 The cafes and public spaces of Baltimore's Inner Harbor mixed-use waterfront development

+6.2 Venice's Grand Canal provides a model of waterfront residences and civic plazas for Milwaukee

+5 Residences with marina access in the Third Ward

+6.6 The very successful Riverwalk

Parks and plazas are important gathering places that complement the urban setting.

+6.2 Participants liked Downtown's public greens

+6.1 Office building frontages can be transformed into community amenities

+ 6.4 Leftover spaces can be transformed into green parks

+6.4 Green spaces complement the urban environment

+ 6.2 Cathedral Square

+6.1 River Splash brings many people Downtown

The open space network must be continuous, connecting parks and recreation opportunities throughout Downtown.

+3.5 Parks provide recreation for all ages

+7 Lake Michigan, the City's greatest natural asset

+4.8 Plazas provide recreation and entertainment opportunities

+5.6 Enhanced access to the Lake can activate Milwaukee's largest open space

+4.7 Green parks provide seasonal opportunities for outdoor cafes

Streets are Downtown's most important public spaces; these images suggest that an intensive Downtown tree planting landscape program be implemented.

+6.1 This mixed-use boulevard from Denver was the highest rated image in the street category of the survey

+5 Pedestrian and vehicular movements are given equal priority on this commercial street

+4.3 Even narrow streets can accommodate trees

Pedestrian Priority Streets: those where the need to accommodate pedestrians is more important than vehicular movement. Both residential and commercial streets are pedestrian priority.

+4 This is a classic pedestrian realm for a medium to high density residential street. The sidewalk, fences and stairs are the ideal semi-public edge

+4.6 Street trees, lights and bollards separate pedestrians from moving vehicles

+4.1 A well defined pedestrian realm connects residential areas to the rest of Downtown

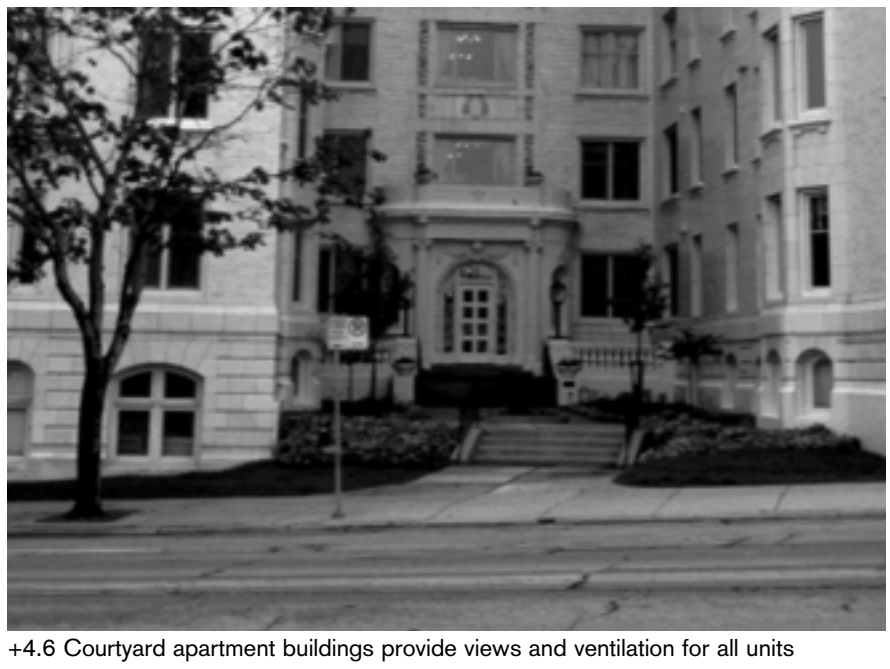
+4.1 Parallel parking and street lights define the pedestrian realm

Additional housing is necessary to revitalize Downtown. New housing should emulate the traditional patterns.

+6.5 Usable outdoor space in urban residences

+6.2 Small front yards and elevated first floors provide residents with an ability to watch street activity, this concept of "eyes on the street" enhances perceptions of security

+4.8 New redevelopment emulates the traditional methods of enhancing security



+4.6 Courtyard apartment buildings provide views and ventilation for all units

+3.3 Balconies and french doors provide open space for upper level apartments

+5 Milwaukee's historic buildings provide design vocabulary details and materials

A wide variety of housing types including those at the water edge will encourage Downtown redevelopment.

+4.3 People readily trade the maintenance of private yards for public greens

+5.7 The River provides excellent water views for Downtown residences

+4.9 Tree lined streets with wide sidewalks are the preferred pattern for residential development to connect with transit, shopping, entertainment and employment

+5.6 Waterfront residences provide property owners boat access at specifically determined locations that can share and enhance the RiverWalk.

+4.5 Tall apartment buildings with articulated facades provide valuable lake views

+4.1 Large apartment buildings are rendered more acceptable when the massive structure is articulated into rhythmic bays

More people living Downtown will require more retail opportunities. Infill and retrofit vacant and underutilized spaces with mixed-use commercial buildings.

+5.9 Outdoor cafes provide favorite pastime - people watching - in abundance

+ 5.3 Corner buildings require prominent architectural features that market to both streets

+4.7 Blank walls can be opened up to encourage retail activity, as seen in this simulation

+5.2 Corner neighborhood cafe in mixed-use buildings enchance city living

+4.2 This classic retail establishment invites shoppers into the store with large display windows

+4.9 Corner buildings contain prominent entrance features to capture pedestrians on two streets

+4.4 Harley Davidson, a corporate American success story, should be more visible in Downtown

+5.3 Merchants can tempt pedestrians by displaying their wares outside

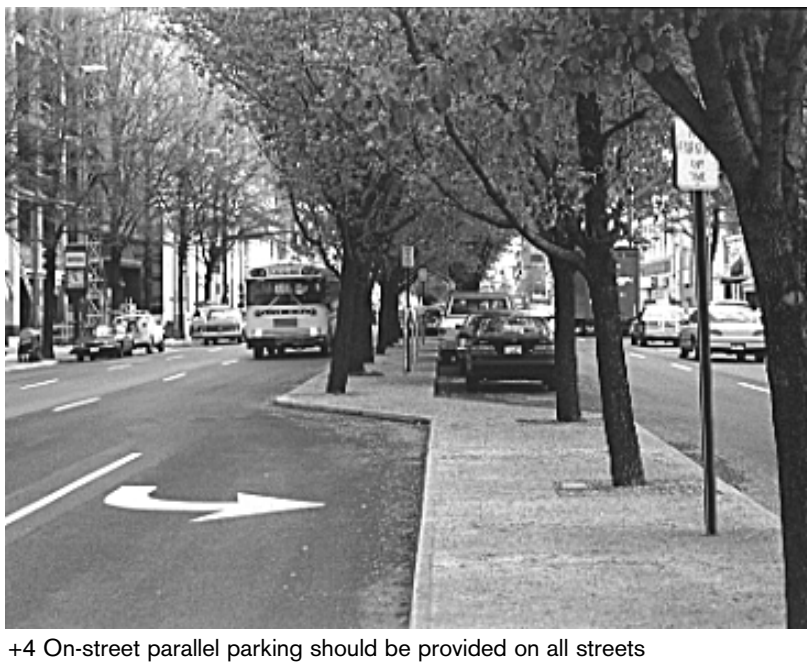
+3.3 Display windows encourage window shopping thereby enticing pedestrians into the store

+4.2 Colorful banners immediately identify this entertainment zone

Parking solutions must enhance the urban experience.

+4 Mixed-use parking decks that look like office buildings contribute to the urban fabric of Downtown

+4 Surface parking lots with landscaping or walls do not intrude on the pedestrian realm



+4 On-street parallel parking should be provided on all streets

+3.1 Parking stalls paved with materials other than asphalt reduce the apparent street width calming traffic

+3.5 Mixed-use decks, like this one in the Third Ward, enhance the urban fabric

+3 Boulevards provide many locations for on-street parking

People would use transit if it were inviting and user friendly.

+5 More people would use transit if the shelters and vehicles were safe, clean and attractive

+4.4 Half of the participants believe that light rail would improve the image and character of Downtown as shown on this simulated image

+4.1 More people would ride transit if the vehicles were small and attractive, the routes were comprehensible and the waits were short

+4 Using the River for intra-City transit in warm months

+3.1 Transit alternatives allow for movement without a private car

+4.6 Bicycle transportation can be accommodated Downtown

Downtown is the region's most prestigious employment address. New buildings must express this importance.

+4.8 Milwaukee's many historic buildings can provide marketable office space

+5.2 NML's headquarters successfully blend modern architecture and amenities with a landmark building

+4.8 Abandoned breweries can be successfully converted into mixed-use developments providing unique architectural spaces while preserving the City's history

+4.8 Larger residences can be converted into prestigious office spaces

+5.4 Reston Town Center combines residences, offices, retail, and entertainment within a pleasant walking distance. This form and character should be emulated Downtown

Downtown must be perceived as safe and secure

+5.5 Beat cops and street ambassadors increase the perception of security

+5.8 Police must be visible...

+6.1 ...and mobile

The Demographic, Market and Policy Questionnaire complements the Visual Preference Survey™.

Participant Profile

- **30%** were born between 1946 and 1959
- **57%** were male
- **35%** live in two-person households
- **30%** live in single family lots of less than 1/4 acre
- **59%** own their place of residence
- **40%** earn between $50,001 and $100,000
- **90%** were Caucasian
- **44%** have two motor vehicles
- **32%** live in a Milwaukee neighborhood, but not Downtown
- **28%** have lived in Milwaukee for 30 years or more
- **36%** intend to live in Milwaukee for two to five more years
- **61%** would move Downtown after their children leave home and if there were better housing choices
- **69%** voted in the last election

Development Program

The program for the future growth was extracted from the questionnaire.

How often do participants come Downtown...

- To shop or for services
  - **22%** daily
  - **21%** once a week
- For entertainment
  - **39%** once or twice a month
  - **25%** a couple of times a year
- For sporting events
  - **30%** rarely
  - **28%** a few times a year

52% come Downtown weekdays, weekends, weekday nights and weekend nights
59% come Downtown in a car, alone

Participants would be willing to come Downtown for...

- **81%** Movies and entertainment
- **76%** Cafes
- **72%** Gourmet restaurants
- **68%** Open space and parks
- **58%** Farmer's market
- **57%** Men's clothing stores
- **56%** Bars and clubs

The types of buildings that are appropriate for Downtown

Residential Types

- Townhouses fronting onto open spaces
- 2 – 6 story apartment, condo or loft buildings
- Courtyard apartment buildings
- Elderly Housing

Parking decks with active ground level retail or office space

Policy Issues

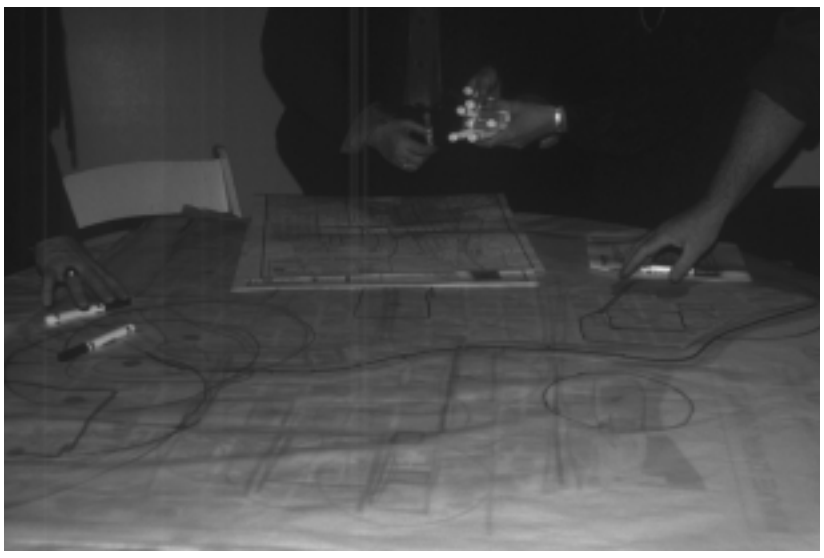
The important policy issues for development and economic success of Milwaukee extracted from the Community Questionnaire follows.

- **92%** agreed the Riverwalk, festivals and events have been an important and valuable catalyst for the revitalization of Downtown and must be continued.
- **60%** agreed the lakefront should be more intensively used to attract mixed-use redevelopment.
- **81%** agreed the City should encourage a mix of shopping, jobs and housing in Downtown in order to reduce dependency on private automobiles and encourage other ways of getting around, such as walking, biking or transit.
- **88%** agreed a Downtown neighborhood should include a mix of housing types, retail, open space, places of worship, civic institutions, jobs, schools, and commercial development and public gathering places such as a park or local community center.
- **81%** agreed parking must become better signed so that people know what is available.
- **93%** agreed to encourage greater use, transit must be more convenient, frequent, safe, and have attractive, pleasant stops and sidewalks.
- **62%** agreed the maximum distance between transit stops and residences should be 1,300 feet.
- **76%** agreed to encourage walking, pedestrian crosswalks must be designated.
- **97%** agreed new housing should be located:
  - On vacant, or underutilized sites throughout the City
  - In mixed-use developments
  - With lake or river views and/or access
  - Above stores and offices Downtown
- **94.5%** agreed deteriorated structures and underutilized land must be rehabilitated and renewed.
- **77%** agreed this might require condemnation for fair market value.

Workshop Results

- Make Downtown more walkable.
- Link activities in Downtown.
- Infill existing spaces and provide opportunity for a range of office and live-work buildings.
- Encourage building types that have a mix of retail and offices.
- Additional parking, if necessary, should be provided by shared development decks.

Workshops



The Vision Translation Workshop concurrently employs the visual preferences, the responses from the questionnaire and the Susceptibility to Change map to create a dynamic interactive public participation process, giving the public the opportunity to become the planners and architects for the future form of Downtown. The public responses were synthesized into a concept plan during the Professional Synthesis Workshop. The concept plan was presented to the public at the conclusion of the professional workshop.

The Vision Translation Workshop asked participants specifically where within Downtown the visions generated in the VPS™ should be located. The positive and appropriate images along with the responses from the questionnaire suggested the redevelopment character and program. Three workshops were conducted over three days; each day's process was the same. Elected officials and business leaders were invited to participate in the first day's workshop. The general public was invited for the next two workshops. Approximately 300 people participated.

Organized into groups of four to 10 people, 34 design teams were lead through five tasks. Equipped with the Susceptibility to Change maps as a base, the 34 design teams were prompted by positive VPS™ images and Questionnaire results to record their ideas and suggestions onto tracing paper overlays. Teams were provided with markers, templates and scales to facilitate the decision making process. Each table had a trained facilitator and instruction sheet. Results of these tasks are documented on the following pages.

Task One

Task One of the Vision Translation Workshop (VTW) asked participants to respond to three questions. First they were to identify and distinguish daily, weekly and seasonal activity generators. Activity generators were identified as any place that attracts patrons: bars, restaurants, theatres, civic centers, parks, etc.

Next, using a plastic template, participants were asked to draw a 1,200-foot circle centered on the activity generators; this describes the walking distance servicing each activity generator. For locations beyond these circles, access to the activity generators must be by car or bus.

Participants were asked to identify the most positive and logical pedestrian linkages, routes that they actually walk. They also identified those sidewalks that they felt to be in need of streetscape improvements.

Conclusions:

- **Daily activity generators:**
  - Grand Avenue Mall
  - Public Library
  - Wisconsin Avenue offices
  - Water Street bars and restaurants

- **Weekly activity generators:**
  - The Bradley Center
  - The Marcus Center
  - Cathedral Square
  - Miller Pavilion

- **Seasonal generators:**
  - Summerfest
  - Pere Marquette Park

- The remainder of Downtown is underserved by activity generators within walking distance of one another.

- The only street section identified as presenting a positive, continuous pedestrian experience on both sides of the street was East Wisconsin Avenue.

- While activity generators exist, the walking experience between them is negative.

- All Downtown sidewalks were identified as requiring improvements, ranging from surface treatment, street furniture and building wall character.

- Linkages between various activities are discontinuous discouraging pedestrian activity.

Task Two

Task Two of the VTW asked participants to identify existing and potential open spaces and commercial/retail nodes.

The following two statements created the framework for the responses and decisions of Task Two.

- People will walk a maximum of five minutes to reach that portion of the street that has the more exciting retail and mixed-use character.

- The typical length of the retail district is seldom greater than 1,000 to 1,200 feet.

The next question that was posed to the participants of the VTW was, "where do you think new nodes of mixed-use commercial uses should be located?" By applying a typical "main street" length of approximately 1,000 to 1,200 feet, there are several possible locations for new and or rehabilitated mixed-use "main street" commercial nodes providing services for a five-minute walking area. The synthesis of all the participants suggested many areas that would be appropriate for redevelopment as commercial nodes.

Conclusions:

- The primary main street node should be a revitalized Grand Avenue Mall. This includes the buildings on both sides of Wisconsin from 4th to the Milwaukee River. This main street is extended to form a "T" along 2nd Street to Kilbourn Avenue.

- Participants suggested two smaller commercial centers farther west on Wisconsin Avenue, the first at 6th Street and the second at 10th Street.

- Two commercial, mixed-use nodes were suggested along east Wisconsin, the first at the intersection of Wisconsin and Water Street; This node focuses on revitalizing the building on the southeast corner and providing a better transit stop. The second, and larger, node extends from Milwaukee to Cass Streets.

- Participants suggested strengthening the mixed-use node at the intersection of Wells and Jefferson along Cathedral Square.

- The north end of Water Street, from Highland to East Knapp, should be intensified as a mixed-use, entertainment core.

- The four corners of the Old World Third and Juneau intersection was identified as a small commercial core.

- The north and southeastern corners of the intersection at Juneau and 6th received two commercial units.

- The core of the Pabst brewery was proposed to be retrofitted into a mixed-use node.

• North 6th street from Galena to Vliet was designated as a commercial core.

• Participants infilled the surface parking lot to the west of the East Pointe Gold's Pick and Save with commercial/mixed-use buildings.

• Both sides of Water Street between Clybourn and Saint Paul should be infilled when I-794 comes down.

• From Walkers Point, the Water Street and Jefferson Street gateways into the Third Ward were emphasized with commercial buildings

The VPS™ results indicate that building redevelopment improvements are required throughout Downtown Milwaukee. The major nodes or "main street" areas should be mixed-use, i.e., retail on the ground floor with housing or offices above. The ground floor should contain specialty retail, outdoor cafes, restaurants, grocery stores and high-end boutiques. Parking is primarily in mixed-use decks. If surface parking is required, it should be located in the rear lots of buildings. Parking lots are interconnected.

In Task Two participants also identified appropriate locations for new parks, green spaces and plazas.

Conclusions:

• The largest new park occurs on two blocks of land reclaimed from the take down of I-794.

• Several smaller green spaces were located on surface parking lots deemed too small to be built upon.

• As a part of the open space plan, participants proposed an extensive street tree program along all streets.

Task Three

Task Three asked participants to identify areas appropriate for new and infill residential development. Residential concentrations were proposed in the Third Ward and north of Kilbourn Avenue.

Conclusions:

• All industrial buildings and vacant lots within the Third Ward were proposed for infill or rehabilitated residential uses.

• The blocks from Water to Jefferson between Corcoran and Chicago were proposed for mixed residential/office uses.

• Residential uses were proposed for all blocks reclaimed between Clybourn and Saint Paul after the take down of I-794.

• The suggested reuse for the Pabst Brewery site was residential.

• The land reclaimed from the takedown of the Park East from 6th Street to the Milwaukee River was suggested as mainly residential.

• All vacant parcels from McKinley to Walnut between Martin Luther King to 6th were proposed to be infilled as residential uses.

• All vacant parcels along both sides of the river were proposed as residential.

• The surface parking lots of Schlitz Park were infilled with mixed-use residential/office buildings.

• The land reclaimed from Park East between Juneau and Ogden was suggested as mixed-use residential/office/retail/entertainment buildings.

• The blocks between Ogden and Lyon from Broadway to Jackson were proposed as mixed-use residential.

• All vacant parcels north of Kilbourn were infilled with residential uses.

• Wherever possible residential structures were proposed to be built around courtyards so as to include local open space.

• Participants were asked to identify locations for new mixed-use parking decks. The only suggestion was on Marshall Street for Summerfest parking.

Task Four

Task Four asked participants to design the street and road hierarchy. Teams were asked to identify: the location of the freeway and interstate system in the year 2040; streets with two-way traffic; one-way traffic; and boulevards.

Conclusions:

• All groups, except two, removed the I-794 freeway and converted it to a boulevard. One group relocated I-794 underground. One group left it elevated.

• All groups removed the Park East freeway.

• Lincoln Memorial Drive remained unchanged.

• Walnut, 6th, Water, Clybourn, Saint Paul, and Kilbourn were designated as boulevards.

• Synthesis indicated that the majority opinion was for all streets to have two-way traffic.

Task Five

Task Five asked participants to consider and locate trolley and bus routes, light rail and bike lanes.

Conclusions:

• The concentration of bus routes on Wisconsin Avenue was reduced to only the #10 or #30. The other routes were relocated to Wells Street or Michigan Street. A separate rubber-tire trolley would be located on Wisconsin.

• Locate trolley routes and a rubber-tire trolley vehicle on the following streets.

North/South
- Water Street
- 6th
- Van Buren
- Franklin
- Lincoln Memorial (seasonal only)

East/West
- Wisconsin
- Michigan
- Kilbourn
- Juneau

• Every group recommended the light rail. The popular location formed a cross using Water Street for the North-South and a combination of Prospect, Juneau, 4th and Wisconsin as the other line.

• Dedicated bike lanes were identified and phased:

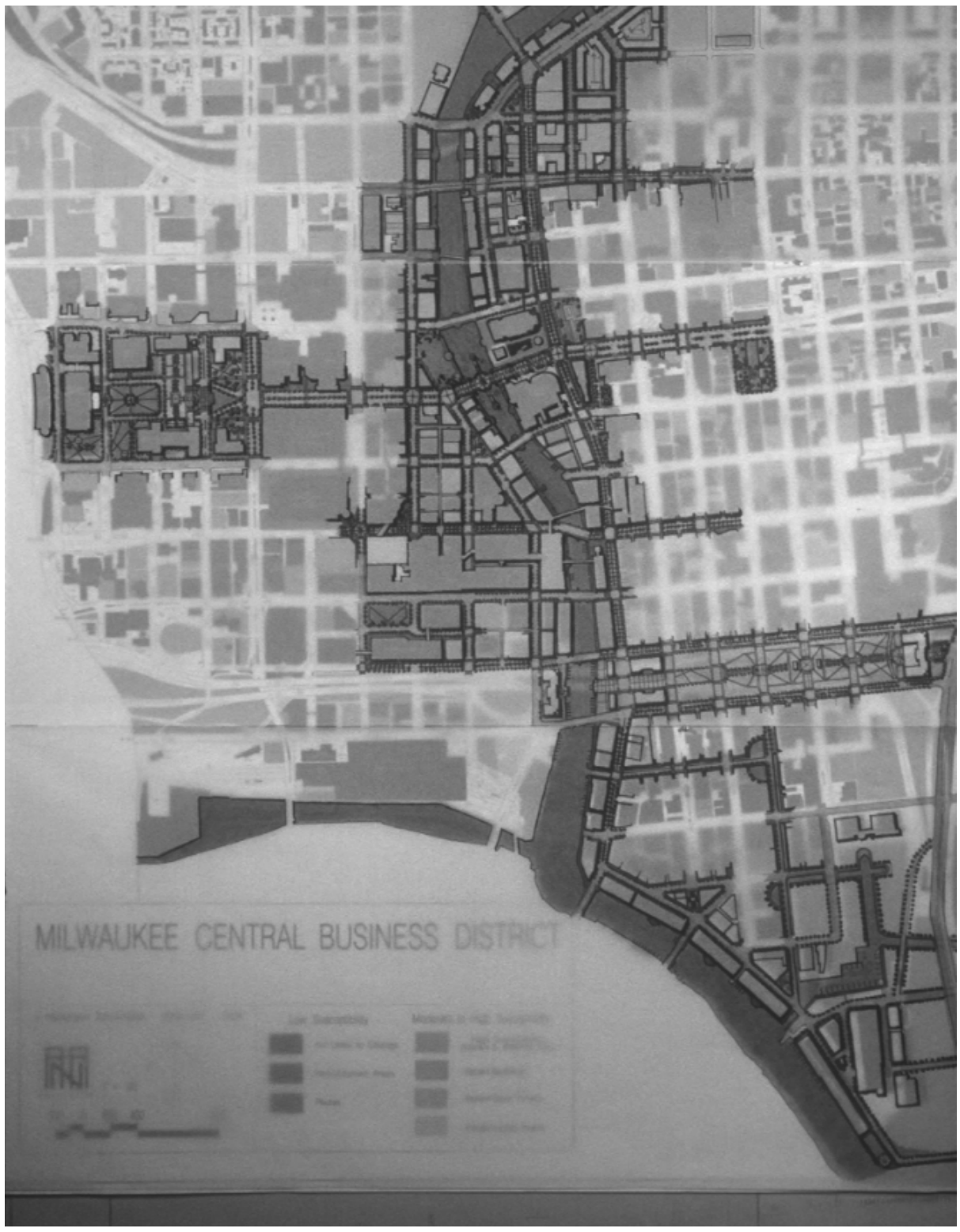
Immediate
- I-794/Hoan Bridge
- Water from Erie to Kilbourn
- Wisconsin from Van Buren to Plankinton

Second
- Chicago
- Milwaukee
- Saint Paul to 6th
- Jefferson from Erie to Young
- Juneau /Winnebago
- Commerce
- Martin Luther King Drive
- 9th
- 4th from West Cherry to Walnut

Final
- Old World Third

Team Presentations

As the conclusion to each day's workshop, each team presented their recommendations. Thus, all participants saw the range of diversity and consensus of the ideas generated by the other teams.



Professional Synthesis Concept Plan of Catalytic Projects and Landscaping

Professional Synthesis Workshop

After the public workshops all of the participant's drawings (170 trace paper overlays) were transported to the Milwaukee Redevelopment Corporation offices. The overlay drawings produced by each "design team" were separated into tasks. Each task overlay was individually analyzed and the information transferred onto Task Synthesis maps. A composite, or consensus, design plan emerged through the iterative process of transferring information from individual overlays onto a composite, or synthesis, layer. These composite layers are rich with information. Commonly held ideas for appropriate locations become immediately apparent through the repetition of lines. Conversely, unique or aberrant ideas stand in isolation. The merits of all proposals are considered for inclusion in the concept plan.

The professional synthesis workshop lasted eight days. During that time the emerging concept plan was repeatedly presented to the County Executive and staff, the Mayor, Wisconsin Department of Transportation, Department of City Development (DCD) and Department of Public Works (DPW) commissioners, other department heads and staff, the County Transit System, editors and reporters from the Journal-Sentinel newspaper, and local developers. The public was also invited into the workshop room to critique the plan's progress. All comments elicited throughout this process were evaluated for inclusion in the Plan.

The professional workshop culminated with a public slide presentation and display of the 23 concept maps. The presentation demonstrated the translation from the VPS™ and questionnaire results into the synthesis of the participants' plans and finally to the professional concept plan. The concept plan considered the street network; park and open spaces; housing; retail and office infill; and parking and transit. Six catalytic projects were identified. A conceptual urban design and landscape plan was presented.

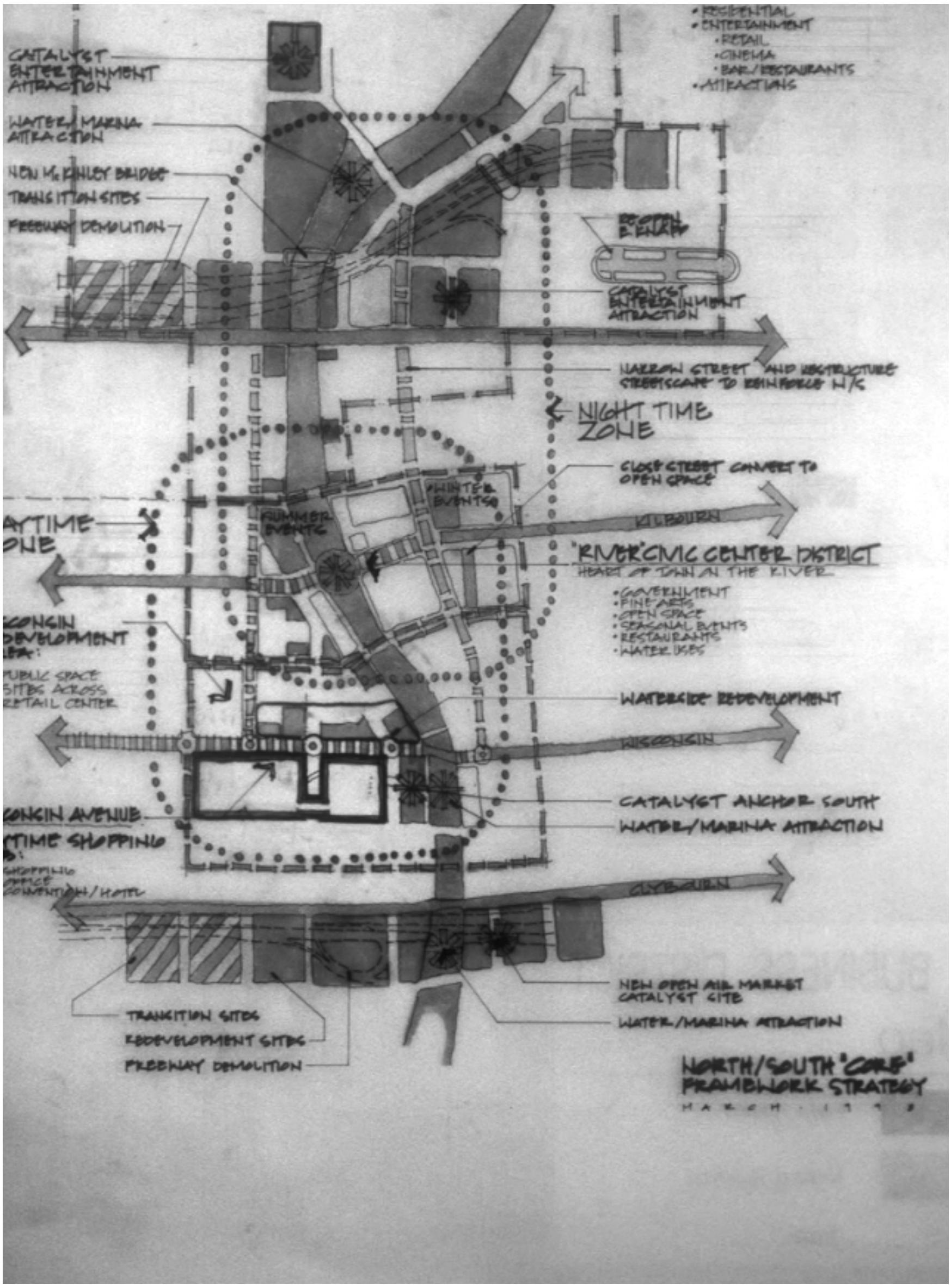
After the design workshop, the concept plans were digitized to allow further refinement. This reiterative process of refinement has continued for one year through dialogue and meetings with the City staff Advisory Committee, and County Transit Authority.

Priorities

The physical plan is supported by a series of marketing and implementation strategies. The Plan will not be implemented overnight, therefore local priorities had to be identified. At a meeting in April 1998, the Mayor and staff representatives from DCD and DPW evaluated approximately 250 priority items in nine categories:

- Policy and Management Directives
- Transportation Alternatives
- Residential Land Uses
- Catalytic Projects
- Commercial and Mixed Use
- Image of Urban Armature
- Downtown Development and Redevelopment Management
- Pedestrian Systems
- Parks and Open Spaces

Evaluation criteria included ease of implementation, necessary amount of regulatory review, projected cost and projected benefits. The responses were tallied and the hierarchy created. The complete ranking is available from the City.



Professional Synthesis identification of Catalytic Projects